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Administration of State
Charities in Illinois

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ADMINISTRATION OF STATE CHARITIES
IN ILLINOIS

BY

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THESIS

Submitted in Partial Fulfillment of the Requirements for the

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I HEREBY RECOMMEND THAT THE THESIS PREPARED UNDER MY SUPERVISION BY

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ADMINISTRATION OF STATE CHARITIES IN ILLINOIS.

In this paper my aim is to trace the development of county and state care of the dependent and defective classes in Illinois from the early days of the state to the present time, showing how state care has nearly taken the place of county care; to follow the work of the State Board of Charities from the time of its establishment; and to review briefly the present situation in Illinois and the outlook for her state charities.

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ADMINISTRATION OF THE STATE CHARITIES OF ILLINOIS.

I.Charities in Illinois before 1869.

The earliest mention of any system of poor relief in Illinois is found in a statute passed in 1819, which authorizes the townships to care for their poor.¹ But the subject does not seem to have demanded much attention until many years later. It was possible for the Governor to write to the Secretary of New York in 1824 that Illinois had "no poor, or system of public or private charity", and that there was no need for such a system.²

From the very first the state delegated its duty to care for the poor to the local governing authorities. The act of 1819 provided for township care by two overseers of the poor in each township, but in 1827 "entire and exclusive superintendence of the poor in the counties" was given to the county commissioners, and later justices of the peace and other persons appointed by the county commissioners' court, were made overseers of the poor,³ and a list of the county's poor was kept by the court.⁴⁵

Only those needy persons, whose relatives were unable to support them, were allowed to become public charges, and the laws of residence were strictly enforced. Paupers who had not been in the county one year, were returned to their former homes for aid, and there was a penalty for bringing paupers into the county.⁶ The time of residence necessary for poor relief was gradually reduced to thirty days.⁷⁸

In the early days there were no institutions where the poor and defective could be cared for, and every May they were offered at public auction.⁹ In effect this was selling them into slavery and the law

1. Act of Mar. 5, 1819. 2. Illinois Blue Book. 1905, p. 471.
3. Act of Feb. 2, 1827. 4. Act of 1839.
5. Act of Mar. 3, 1845. 6. Act of Mar. 1, 1833. pp. 10-12.
7. Act of Mar. 3, 1845, p. 11. 8. Act of 1841.
9. Act of Mar. 5, 1819, p. 1.

was intended to be remedial rather than charitable.¹ But gradually more humane considerations entered into the legislative provisions,² contracts were made for the care of paupers so auctioned,² and later the law allowed them to be given only to "moral and discreet house-³ holders who were willing to give bond for their care and comfort", the county retaining power to remove them.

By the act of 1819 all minors liable to become public charges were⁴ apprenticed; later improvements in this law being provision for the¹ comfort and education of such children, discretionary power given the judges as to whether such indenture was for the good of the child, and the requiring of the consent of a minor when bound out over fourteen³ years of age.

Idiots and insane persons were not differentiated from other paupers,⁵ but were cared for in the same manner by the overseers of the poor. Until 1833, when county workhouses were authorized, relief was granted only in private homes. A further step in indoor relief was taken in 1837, when the county commissioners were authorized to take land for poor houses, to levy a tax not exceeding one fourth of one per cent of the value of all taxable property in the county, and to⁶ erect poor houses and employ agents to run them. When a poor house was established in a county, the power of the overseers of the poor ceased⁶ and their charges were sent to the poor house, the court retaining⁷ the power to place paupers out as before in particular cases.

1. Act of Feb. 2, 1827.

2. Illinois Blue Book, 1905. p. 471.

3. Act of Mar. 3, 1845.

4. Act of Mar. 5, 1819.

5. Act of Feb. 12, 1823.

6. Act of 1839.

7. Act of Mar. 3, 1845.

II. The State Board of Charities.

The care of the dependent classes soon became too large a problem for the counties to handle alone, and the state began to realize the need of state institutions for these classes. The first state institution was one for the deaf and dumb, founded at Jacksonville in 1839.¹ The first insane asylum and an institution for the blind were also established at Jacksonville. These were followed a little later by a soldiers' orphans' home and a school for idiots and feeble minded children;² but as yet there was no uniform system of charity administration.³ Each institution was entirely independent of every other and there was no system of coordination. The problem had attained proportions demanding wise and economical management. In 1866 nearly six per cent of the annual state appropriations was being expended on charities,⁴ the state institutions were caring for one thousand inmates, and 6,054 of the population of two and a half million were public charges.⁵ Governor Oglesby, recognizing the need of centralization, recommended the creation of a board of charities with powers of investigation and supervision,⁶ and on April, 9, 1869 a bill for that purpose was passed. This gave Illinois the fourth board of charities in the United States, the Massachusetts board established in 1863 being the first, and New York and Ohio also having similar boards.⁷

The act of 1869 provided for a Board of Commissioners of Public Charities, consisting of five members appointed by the Governor with the consent of the Senate, for overlapping terms of five years. No commissioner was to be interested directly or indirectly in any contract for building, repairing, or furnishing any state institution, no trustee

1. Act of Feb. 23, 1839.

2. Act of Mar. 1, 1847.

3. Act of Jan. 13, 1849.

4. Act of Feb. 15, 1865.

5. Act of Feb. 16, 1865.

6. Auditor's Report of Illinois, 1866. pp. 10-12.

7. Biennial Report of State Board of Charities, 1870, p. 11.

8. Governor's Message to the General Assembly, Jan. 4, 1864.

9. Biennial Report of State Board of Charities, 1870. p. 1.

10. Act of Apr. 9, 1869, #1.

or officer of any state charitable institution was to be a member,¹ and no two members were to be from the same county.² The commissioners were to receive no compensation, but their actual expenses while performing³ their duties were to be paid by the state. The board was to elect its⁴ own officers, adopt by-laws,⁵ appoint a clerk to hold office at their pleasure and act as accountant³ who should receive a salary. The duties of the board were to visit twice a year all state charitable and⁶ correctional institutions, except prisons receiving state aid; to visit annually all city and county alms houses or places where insane may be⁷ kept, and all private charitable institutions receiving state aid; to examine the state institutions in regard to their methods of instruction,⁸ government of inmates, conduct of trustees, officers and employees, condition of property and buildings, financial management, efficiency, observance of general and special laws for state charities, the equal⁸ distribution of their benefits throughout the state, grounds for re-⁹quests for additional state aid,⁸ and all other matters of usefulness; to make an annual report to the governor, containing the results of⁹ their investigation and proper recommendations; and to attend the¹⁰ legislature when requested. It may be seen that its powers were purely advisory and supervisory, and that it had practically no executive power.

The system then established has approved itself generally to those serving on the Board, to officers of the state institutions, state officials and the general public. Subdivision of labor has been obtained by retaining the separate executive boards of trustees, accountability by the central supervisory board, and healthy emulation by the

1. Act of April 9, 1869. #14.

2. Ibid., #16.

3. Ibid., #13.

4. Ibid., #2.

5. Ibid., #9.

6. Ibid., #5.

7. Ibid., #6.

8. Ibid., #3.

9. Ibid., #7.

10. Ibid., #4.

greater centralization. The Board has numbered among its members some of the leading authorities on charitable and social work in the state. Probably never before has its personnel reached so high a stage of excellence as at present, when its members are Miss Julia C. Lathrop, Dr. John T. McAnally, President of the Illinois Medical Society at the time of his appointment, Dr. Frank Billings, Dean of Rush Medical College and President of the National Association for the Study of Tuberculosis, Mrs. Clara P. Bourland, when appointed, President of the Woman's Clubs of Illinois, and Dr. Emil G. Hirsch. Its small size has made it efficient and responsible, being a continuous board its policy has been consistent and progressive, and the absence of compensation of members has helped to make it in general non-political and disinterested.

The State Board of Charities was designed to act as an impartial supervisory board and a medium between the state government and the charitable institutions. To the governor and legislature it was a confidential advisor, representing the institutions to them and furnishing all needful information; to the institutions it was the accredited agent of the government, checking the unscrupulous and increasing the unity and efficiency of the service; to the general public it was a protector against extravagant use of their money and a means of diminishing crime and suffering and of giving the largest results for the least cost. It was intended in no way to supplant the local boards of trustees, but to act as a general supervisory board. With this understanding the Board was appointed, and held its first quarterly meeting on April 27, 1869, and began its work immediately.

Besides carrying on its regular office and inspection work, the State Board of Charities has made itself useful in a number of other ways. It has collected a great deal of statistical material in its
1. First Biennial Report of the State Board of Charities, 1870, p. 2.

field,made digests of state laws pertaining to charities,investigated the charitable systems of other states and counties,held conferences of the officers and trustees of the state institutions.It has held fourteen State Conferences of Charities,published¹ biennially a full report of its work,and since 1899 a quarterly bulletin of public charities.In addition to this it has been prominent in giving aid in great catastrophes such as the Shawneetown flood of 1898,and its members have been widely recognized as authorities on charity administration.

The State Board of Charities of 1909 is in all essentials the same as the Board of 1869;for its powers and the character of its work have changed scarcely at all,though the extent of its work has increased four fold.In 1906 the clerical and inspection work was¹ sufficient to employ fully a secretary and nine assistants,besides taking from sixty to ninety days each year of the time of the five commissioners,2 and the Board asked for new quarters in the capitol, a librarian and statistician and an appropriation of \$26,000 as against the appropriation of \$5,000 in 1869.¹

The earliest work of the Board was hindered greatly by difficulty in getting access to the institutional books and reports and in getting necessary information.To remove these obstacles a law was passed requiring the superintendents of institutions receiving all or part of their income from the state to make quarterly reports to the State Board on the numbers of applicants,admissions,discharges and absences, and the reason for refusing all applicants.³ It also required the county sheriff to report annually concerning the prisoners of the county,and the county clerks to report on the paupers.But still the

1.Biennial Report of State Board of Charities,1906.p.33.

2.Biennial Report of State Board of Charities,1870.p.8.

3.Act of Mar.15,1872.

power of the Board was only nominal, and in 1875 the "Magna Charta of the state charitable system"¹ was enacted. By giving the State Board financial powers it made it much more effective. It opened the books and papers of the institutions to inspection by the Board,² gave it power to prescribe uniform reports for all institutions, and to call for special reports in addition to the quarterly financial reports, which the trustees of the institutions had to present, and which had to be certified by the State Board before the quarterly installment could be paid to ~~the~~³ institution. The effect of this act was to facilitate the work of the Board greatly and also to cut down per capita cost of inmates of the institutions from \$330 to \$200 annually.⁴

From 1875 to 1893 the growth of the charitable system was rapid, the administration good and stable, there were no scandals, the state institutions stood well in public estimation, and the Board expressed its satisfaction with conditions. But when Altgeld became governor in 1893 after thirty-two years of Republican rule, the situation was changed. The governor replaced the entire State Board with his friends,⁵ and the charitable system became the prey of political jobbers.

Under Governor Tanner conditions were about as bad. He continued to use the state institutions for political purposes, the independence of the boards of trustees was assailed, and the superintendents were deprived of their legal powers.⁶ At that time the state treasury was empty and large sums of money were borrowed for the administration of the institutions and defalcations occurred at several⁶.

Under Governor Yates the spoils system extended even to the secretary of the State Board of Charities, Mack Tanner, whose appointment

1. Letter from Dr. Wines, former Secretary of State Board, to Gov. Deneen,
2. Act of Apr. 15, 1875. #15. 3. Ibid., #28. (April 23, 1908)
4. National Conference of Charities and Corrections, 1881. Mr. Robinson
on "The Utility of State Boards." p. 65.
5. Biennial Report of State Board of Charities, 1894. p. 3.
6. Letter from Dr. Wines to Gov. Deneen, Apr. 23, 1908.

to appease a faction in the legislature caused the resignation of
Miss Lathrop and Rabbi Hirsch, the best members of the Board;¹ and in
1902 the condition of the insane asylums in Illinois was worse than
in any other state.¹ Between 1893 and 1899, with but one exception, there
was a complete change in the management of every state charitable
institution to meet the needs of the spoils system.²

1. National Conference of Charities and Corrections, 1902. Talk by J.L.
Blair. p. 332.

2. National Conference of Charities and Corrections, 1899. p. 236.

III. Attempt to Change the System of Charity Administration.

As early as 1876 the State Board predicted that ultimately all charitable institutions would be concentrated under the management of an executive department,¹ but the matter was never considered seriously until 1900 when the State Board recommended that a board of control² be substituted for the Board of Charities. From that time on the matter has come up repeatedly, and has become the subject of much political action, culminating in the House investigation in 1908 of the system of charity administration, and in making this one of the main issues at the time of Deneen's reelection.

The immediate cause of the House investigation was a serious accident to Frank Giroux, a patient in the asylum for the feeble-minded at Lincoln, the death of a patient in the Bartonville insane asylum, and of an inmate of the Pontiac reformatory, and several lesser accidents. On January 14, 1908 a committee of five was appointed by the Speaker of the House to investigate the state charitable institutions. On January 16 the committee held its first session at Lincoln, meeting with Miss Lathrop and Mr. Graves of The State Board. The committee continued its investigations during the winter and spring, giving them the utmost publicity and stirring up no small excitement on all sides. It held ninety-four sessions at thirteen different institutions and examined one hundred and sixty-nine witnesses,³ and on May 4, reported the results of its labors to the House in a large volume of a thousand pages, copies of which were widely distributed. On the following day

Chairman Hill introduced a bill of sixty sections providing for a State Commission of Control of five salaried members appointed by the governor, with executive control of all the state institutions, and for

1. Biennial Report of State Board of Charities, 1876. p. 168.

2. Ibid., 1900, p. 42.

3. Investigation of Illinois State Institutions, 45th General Assembly, 1908. p. 929.

separate boards of unpaid managers for each institution, and one purchasing steward for all, but making no provision for any civil service system. This passed the House by a vote of seventy-nine to twenty-six, but in the Senate it was killed for the session by a resolution to postpone it until January, 1909.¹

The investigating committee of the House professed to be working only for the betterment of the state charities, without any intention of attacking the State Board of Charities or the administration,² but its methods hardly warranted such a statement. It did not avail itself of the expert help furnished by Governor Deneen in the person of Miss Lathrop and Secretary Graves of the State Board of Charities, and Mr. Moulton and Mr. Mason, president and secretary of the Civil Service Commission;³ it secured lists from the institutional superintendents of discharged employees, and called the majority of the witnesses from these lists, refusing to call witnesses suggested by the superintendents.⁴ Its sessions were conducted without counsel or cross-examination, and the report of the committee is full of harrowing accounts of cruelty and accident - overdrawn statements of abuses with no mention of the redeeming features of the situation. An example of over statement is Chairman Hill's declaration that a million dollars a year could be saved in food; when a million dollars was deducted it left just six cents a day as the per capita cost of food.³ On the other hand the administration did not always face the issue squarely, and made frequent evasive and sweeping statements. On both sides the matter descended into the realm of politics and the supposed end, betterment of the state institutions, was lost sight of. Governor Deneen, however, was

1. Quarterly Bulletin of State Charities, May 20, 1908.

2. Investigation of Illinois State Institutions, 45th General Assembly, 1908. p. 954.

3. Gov. Deneen's Message to the 45th General Assembly, May 23, 1908.

4. Investigation of Illinois State Charities, 1908.

forced to take a defensive attitude, and it was necessary for him to justify his policy in order to secure reelection. As he said, the House committee ignored the fact that, owing to the spoils system administration of twelve years, there was vastly more improvement needed than could be accomplished in three years;¹ that the governor and the Board of Charities had to wring every dollar for improvement from a reluctant legislature;² and that in spite of this many material gains had been made in the three years.³

The State Board of Charities was fully alive to the need for improvement in charity administration. It had appointed a committee to consider plans for the concentration of the business management of the seventeen institutions and to report in October 1908.⁴ It felt that the existing system was outgrown, but that a board of control without a supervisory body would not be wise for a state where so many persons were affected,⁵ and so it framed two alternative bills as a basis for the improvement of the system.⁵

The first bill, modelled on the Scotch and New York systems, provided for a Board of Administration of Public Charities of seven members, three salaried members appointed by the governor and Senate for good behaviour, and four non-salaried members appointed for four years; two sub-committees on (1) lunacy and (2) children and charities, with executive power; one of the paid members to act as fiscal supervisor; a Board of Joint Estimate made up of the paid members and the superintendents of the institutions; and boards of auxiliary visitors for the insane hospitals.

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1. Gov. Deneen's Message to the 45th General Assembly, May 23, 1908.
 2. Soon after the election of 1905 the governor asked the legislature for the two and a half million dollars necessary to put the state charitable institutions on a proper basis. \$426,000 was appropriated.
 3. Gov. Deneen's Message to the 45th General Assembly, May, 23, 1908.
 4. Quarterly Bulletin, Oct. 1907. p. 9.
 5. Special Report of the State Board of Charities, May, 1, 1908.

The second bill created three commissions,(1)State Commission of Lunacy,(2)State Commission of Children and Charities,to be paid and to have executive powers,(3)Board of State Commissioners of Public Charities,to be non-salaried and to have supervisory powers only;each institution was to have its own board of managers and stewards;and there were to be county auxiliary boards.Both bills provided for civil service in the institutions.

The question of charity administration has been one of the main issues before the 46th General Assembly.No less than five bills on the subject have been introduced into the Senate:- the Berry bill,the result of the investigation of a Senate committee,appointed in May, 1908,to investigate the Illinois charity system,and which did its work¹ much more quietly than the House committee;the administration bill, which combines the features of the alternatives recommended by the State Board,and which is heartily endorsed by many of the institutional superintendents and leading citizens of the state,and by E.T.Devine² General Secretary of the New York Charity Organization Society;and bills introduced by Senators Manny,³McKenzie,⁴and Hay.⁵A bill similar⁶ to the Mannybill was introduced into the House by Representative Hope. On April,22 a new bill,embodying the best feature of the Hay,McKenzie, and Manny bills,was reported out of the Senate committee on charitable penal and reformatory institutions,and was put on order of second⁷ reading.It has the support of the State Board of Charities.It embraces the seventeen charitable and penal institutions and provides for a non-political board of five members,four to be experts in the care of the insane,general charities,penology,and business methods,respective-

1.Senate Bill 67.

2.Chicago Record Herald, Feb.10,1909.

3.Senate Bill 26.

4.Senate Bill 29.

5.Chicago Record Herald, April,22,1909.

6.Chicago Record Herald, Mar.26,1909.

7.Chicago Record Herald, Apr.22,1909: Senate Bill,446.

ly, the fifth member being generally qualified to act as president. This is to be known as the Board of Administration and its members are to be appointed by the governor for four years. The members are to receive \$5,000 a year, to give their entire time to the service, and hold no other lucrative position. Their duties are to visit and inspect the state institutions, county almshouses, institutions for caring for children, and county jails and other places where criminals are kept. The board has power to appoint and remove the superintendents of the state institutions and, subject to the Civil Service Law, all the employees. The bill also provides for a non-salaried commission of Charities of seven members appointed by the governor for seven years. This commission is to employ a secretary at \$3,500 a year, to investigate the whole system of state charities, and to report annually to the governor. The separate boards of trustees are abolished, and a board of three visitors created for each institution. There will be a Fiscal Supervisor, by whom all plans must be examined, and who is to act as chairman of a Board of Joint Estimate consisting of the superintendents of the institutions. The organization will include the two departments of administration and supervision. It is expected that this bill will pass the Senate.¹

Though the publicity given to the state institutions in the last year has been somewhat detrimental, it has served at least to rouse public interest in them as never before, and has made it impossible for things to settle back into the state they were in before the political fracas. Everyone demands improvement and all sides seem to be agreed that a central administration must be provided for economical and business reasons, and that the supervisory functions of the present State Board must be retained, in order to safeguard the work. The outlook for securing a thoroughly adequate and effective system is good.

1. Senate Bill, 448.

IV. Civil Service Reform.

When in 1869 the existing state institutions were made subject to the State Board of Charities, their boards of trustees, which up to that time had controlled them absolutely, were retained with all their executive and appointive power. The number of these boards was uniformly reduced to three, no two of which were to be from the same county, and the power of removal was continued in the governor. This has continued to be the system. Unfortunately the administration of the institutions deteriorated rather than improved. After 1893 appointments were made for purely political reasons and the spoils system obtained full sway. Five per cent of every employee's salary went to the party for political assessment, and \$300,000 was contributed to one campaign by the employees of the institutions. It became common for the higher officers to support their families at the expense of the institutions.

The system attacked every form of state and county charity. The situation in Cook County, though possibly worse than in other places, was characteristic. In December 1894, the fifteen county commissioners drew lots for the positions to be filled, and each appointed whomsoever he would to "his office". The superintendents had no power of removal, and in the insane asylum the doctor had no control over the attendants.

While all those appointed under the spoils system were not incompetent, yet their aim was to render the party service that would bring political reward rather than to prove themselves worthy of promotion. Of what value was efficient and faithful service, when no amount of it could keep an employee his position after his party had gone out of power or he had fallen from political grace? This department became as

1. Act of Apr. 9, 1869. #10.

2. Ibid., #16.

3. Ibid., #15.

4. Governor Deneen's Message, May 23, 1908.

5. Biennial Report of State Board of Charities, 1904.

6. National Conference of Charities and Corrections, 1896. Lucy Flower.

7. National Conference of Charities and Corrections, 1896. Lucius Swift.

corrupt as any branch of government, and those to suffer most were the public charges of the state. It became evident to all that, without reform in the method of appointment, no substantial improvement in the system of charity administration could be made, and that until this was done Illinois could not take a leading place among the states.

Illinois was not the only state thus afflicted. In 1896 the merit system obtained in no state but New York, and there it had not been made effective.¹ Conditions worse than those in Illinois had been revealed in Pennsylvania and Indiana.² During the late nineties the reports of the National Conference of Charities and Corrections are full of discussions of the spoils and merit systems, and the conference had a standing committee to investigate the matter.

The State Board could do nothing without an effective civil service law and it repeatedly asked for such a law,³ and on May 11, 1905 the Civil Service Code was passed, to go into effect, Nov. 1, 1905. This law provides for a bi-partisan State Civil Service Commission of three⁴ to be appointed by the governor for overlapping terms of six years,⁵ with a salary of \$3,000 a year; no members to hold other office under the United States or state of Illinois.⁴ The law also provides that the commission shall choose a president from its members and employ a chief examiner at \$3,500 a year;⁶ meet once a month,⁵ report annually to the governor,⁸ and investigate the enforcement of this law;⁹ classify within ninety days after appointment all offices and places of employment in the state charitable institutions; make and publish rules for^{10 11 12}

1. National Conference of Charities and Corrections, 1896. Lucius Swift.
2. National conference of Charities and Corrections, 1896. P. C. Garrett.
3. Biennial Report of State Board of Charities, 1900. p. 43.
4. Act of May, 11, 1905, #1. 5. Ibid., #18, as amended by Senate bill 488, May 25, 1907. 6. Ibid., #16. 7. Ibid., #17.
8. Ibid., #15. 9. Ibid., #14. 10. Ibid., #3.
11. Ibid., #4, as amended by Senate bill 488.
12. Ibid., #5.

examinations, appointments and removals. Examinations are held in the seven largest cities¹ of the state whenever the eligible list for any position² has less than five names on it; all examinations are competitive, practical and relative to the position to be filled; they are presided over by a^a bi-partisan board of examiners appointed by the commission, and by one commissioner; a register of the successful candidates in order of grade is kept by the commission, from which the highest three are certified by the commission to the officer having a vacancy to fill, and he may appoint any one of the three. Veterans of the Civil War, who pass the examination are given preference over all other successful candidates. After a name has remained two years on the eligible list or has been certified for a position three times without appointment it is stricken from the list. Only the positions of trustees, commissioners, superintendent, treasurer, and chief clerk and one stenographer at each institution are exempt from the classified service, the two offices of visitors created in an act to provide visitation of children being included. Vacancies are filled by promotion in the service or entrance examination, as seems best to the commission, and removal is only by the commission, the process being as difficult as a suit at court and having the characteristics of a legal process. There are very strict provisions calculated to remove the institution from political influence: the examinations are to contain no question relative to "political or religious opinion or affiliation," no person is to receive or solicit political contributions from offi-

1. Act of May 11, 1905. #7.

2. Ibid., #6 as amended by Senate bill 488.

3. Ibid., #8.

4. Ibid., #10 as amended by Senate bill 488

5. Ibid., #11 as amended by Senate bill 100, Apr. 19, 1907.

6. Ibid., #9 as amended by Senate bill 100, Apr. 19, 1907.

7. Ibid., #12 as amended by Senate bill 100, Apr. 19, 1907.

8. Ibid., #6 as amended by Senate bill 100, Apr. 19, 1907.

1
cers or employees;all official influence,payment for places,2
3
recommendations in consideration of political service,or abuse of political
4
influence are prohibited.Evasion of the law is doubly secured against
5
by the provision that the state treasurer shall pay,and the state
6
auditor approve the salaries of employees only on the certification of
7
the Civil Service Commission that they are lawful employees.

The first Civil Service Commission,consisting of W.B.Moulton,Presi-
dent,J.A.Willoughby,J.Stanley Browne,and J.C.Mason,Chief Examiner,
8
adopted on Nov.22,1905 the rules required by the act of May 11.It clas-
sified the service as follows:-

Class "A".Medical service.

Subdivision 1.Director of Psychopathic institute.

- 2.Assistant physicans in insane hospitals and clin-
ical assistants.
- 3.Physicians,surgeons.
- 4.Pathologists.
- 5.Oculists.
- 6.Pharmacists,apothecaries,druggists.

Class "B".Clerical service.

- 1.Business managers,purchasing agents,assistant
superintendents.
- 2.Secretaries,chief clerks.
- 3.Clerks,registers,record and history clerks.
- 4.Bookkeepers.
- 5.Clerks with special educational requirements.
- 6.Home Visitors.

1.Act of May 11,1905.#20and #21.

2.Ibid.,#24.

3.Ibid.,#25.

4.Ibid.,#26.

5.Ibid.,#30.

6.Ibid.,#29.

7.Ibid.,#31.

8.Second Annual Report of Civil Service Commission,1906-7,p.53

7. Librarians.

8. Stenographers, typewriters.

9. Telephone operators, visitors' attendants, orderlies.

Class "C". Custodians.

1. Stewards, superintendents of buildings or grounds.

2. Matrons, housekeepers.

3. Storekeepers.

4. Housemothers and fathers, cottage matrons, assistant matrons in charge of children.

5. Supervisors, boys' and girls' attendants.

6. Janitors, porters.

7. Elevator men.

8. Watchmen.

Class "D". Nursing service.

1. Superintendent of nurses, head nurses.

2. Supervisors.

3. Graduate nurses.

4. Pupil nurses, attendants.

Class "E". Teaching service.

1. Principals of schools.

2. Other Teachers.

Class "F". Engineers.

1. Chief engineers.

2. Assistant engineers.

3. Firemen.

4. Electrical engineers.

Class "G". Mechanics and Craftsmen.

1. Mechanics, craftsmen and tradesmen.

2. Instructors in handicrafts and mechanical or other trades.

Class "H". Agricultural service.

1. Farmers.
2. Florists and gardeners.
3. Landscape gardeners.
4. Dairymen.

Class "I". Miscellaneous.

1. Chaplain
2. Musicians.
3. Food Inspector.
4. Pasteurizers.
5. Coachmen and drivers.
6. Other positions.

Class "J". Unskilled labor service.

1. Positions of common labor filled by males.
2. Positions of common labor or domestic work filled¹
by females.

Only citizens who have resided in the state for six months are allowed to take the examinations, except in cases where technical, professional or scientific knowledge, or a high order of manual skill are required, when the commissioners may suspend the requirements as to length of residence, but must report the case fully to the governor² and the legislature. The commission may refuse to examine or may take from the eligible list any applicant who is physically disabled,³ vicious or criminal. In the higher positions practical experience and⁴ certificates of competence may be required.

Examinations may be written or oral,⁵ or partly physical,⁶ at the discretion of the commission, and a grade of seventy per cent is necessary

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1. Second Annual Report of the Civil Service Commission, 1906-7, p. 53.
 2. Civil Service Rules. II. #2. Adopted Nov. 22, 1905.
 3. Ibid., #4.
 4. Ibid., #6.
 5. Ibid., #4.

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to pass. Temporary appointments may be made in case there are no
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eligibles for a vacancy, but they may continue for only sixty days,
and no person may be appointed in this way less than four months after
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filling such a position. When there are less than three eligibles for a
vacancy, the appointing officers may nominate someone for non-competi-
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tive examination, and may appoint him if he passes.

Promotion is made from rank to rank in the same line of work, and
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is based on merit and seniority. A candidate for promotion must pass an
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examination, but the actual record of his past service is given due
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weight, and he may not take the examination for promotion until he has
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served six months in the rank he is in. The candidate for promotion
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receiving the highest grade must be appointed. The appointing officer
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may suspend subordinates for sufficient cause for thirty days. Provision
11 12
is made for transfers, and reinstatements; the employment of inmates is
forbidden except in the Soldiers' and Sailors' home and the Industrial
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Home for the Blind.

The Civil Service Act affected 2,269 employees in the seventeen
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state institutions that came under its provisions. The first examina-
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tion held under its rules was in January 1906, and from that time to
October 1, 1906 the work of the commission was very heavy, no less than
1,424 or sixty-five per cent of the total number of employees being
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changed in that time, and the demand for eligible persons far exceeding
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the supply. The mere passage of the law and the appointment of the com-
mission did not do away at once with the evil work of twelve years.

- 1. Civil Service Rules. Rule III. #5. 2. Ibid., #4. Rule IV. 3. Ibid., #6.
4. Ibid., #8. 5. Ibid., #1. Rule V. 6. Ibid., #2.
7. Ibid., #6. 8. Ibid., #4. 9. Ibid., #7.
10. Ibid., #3. Rule VI. 11. CIVIL Service Rules. Rule VII. #1
12. Ibid., #3. 13. Ibid., #5.
14. Governor Deneen's Message, May 23, 1908.
15. Illinois Blue Book, 1905. p. 499.
16. Quarterly Bulletin, Oct. 1906. p. 19-29.

The commission has had many problems to face and there is still room for improvement in the application of the merit system to our institutions. The great stream of "tramps", or employees that used to migrate¹ from one institution to another, was soon exterminated. The evil of political assessments seems to have been ended by the trial and dismissal in the fall of 1908 of an employee who made an attempt to get campaign subscriptions. One of the greatest difficulties has been the instability of the employees in the attendant class. In the year Nov. 1, 1905 to Nov. 1, 1906 there were eight hundred and thirty-one attendants employed in the institutions. During that time two hundred and seventy-one resigned² and seventy-three were discharged. Mr. Moulton came to the decision that uniformity of salaries for similar positions in all the institutions would do much to remove this condition. He quoted New York State, where³ there is a uniform salary scale and where it works well. In Illinois the same work was receiving much higher compensation in some institutions than in others, and in consequence it was almost impossible to get employees to come to those that paid less. Mr. Moulton considered that higher salaries would be a real saving to the state by securing the best officers and employees and cutting down much of the expense due to unskilled employees. Uniformity in other matters also was desirable; considerable trouble was caused because similar positions went under different names, and vice versa; and several applicants were given the wrong examination because of this.

The State Board of Charities has been heartily in sympathy with⁴ the Civil Service Commission from the start and has endorsed its work. There have been adverse criticisms; at first a number of the superinten-

1. Quarterly bulletin, Oct. 1907. p. 49.

2. Biennial Report of State Board of Charities, 1906. Mr. Moulton, pp. 161-3.

3. Biennial Report of State Board of Charities, 1906. MR. Moulton, p. 170.

4. Quarterly Bulletin, Oct. 1906, p. 32.

dents approved of the merit system but objected to making examinations¹ the sole test, but gradually their confidence has been won to the system and in March 1907 the superintendent of every state institution answered a letter from the commission, asking certain questions, with state-²ments of approval and praise of its work. These letters expressed the belief that the positions of the employees had been made more permanent, that the class of employees and the institutional discipline was improved: the only suggestions were that the lowest service should not be subject to the examination test, and that the minimum age of employees be raised.

At the time of the House investigation the Civil Service Commission was savagely attacked. The committee of the House reported that the law was poorly administered, that temporary appointments were made the excuse for appointing ineligible persons, and that reinstatements were³ frequently made after employees had been dismissed by the commission. The commission answered the charge that Dr. Singer had been temporarily appointed at Kankakee and retained in violation of the law requiring an appointee to be a citizen of Illinois, by declaring that an imperfect law made such things necessary. In this case no eligible names were certified and another examination produced none, so Dr. Singer was temporarily appointed.⁴ The commission thought it very unwise to confine⁴ candidates to citizens of Illinois. As for reinstatements - but seven of the seven hundred and eleven dismissed by the commission had been re-⁵instated, and those in justice to the employees. On the whole the imperfections have been due to imperfect laws and the newness of the system and the advance in the three years since the passing of the Civil Ser-

1. Quarterly Bulletin, Oct. 1906, p. 32.

2. Civil Service Commissioners' Report, 1906-7, pp. 44-52.

3. House Investigation of State Charitable Institutions, 1908. p. 955.

4. Civil Service Commissioners' Report, 1906-7. p. 23.

5. Ibid., p. 7.

vice Law has been great. The grade of the examinations has been high, and it has become a mark of credit and distinction in the medical world for a man to have passed the examination for physicians. The whole manner of looking at institutional employment has changed and has made a solid basis for other advances.

1. Report of the Civil Service Commission, 1906-7. p. 7.

V.State Charities Since 1869.

I.State Care of the Insane.

For many years the insane of Illinois were left entirely in the hands of the overseers of the poor as under the act of 1823, and it seemed to occur to no one that anything more was needed. But in 1846 Miss Dorothy Dix came to Illinois and investigated the care of the insane in the state. She found things in a deplorable condition; the insane were ill-cared for in poor houses, county jails and private houses, or were allowed to roam at large. Because of the general ignorance and inability to give them the proper treatment in such places, rather than because of intentional cruelty, the plight of the insane was pitiable. In January 1847 she presented a memorial to the legislature, asking for state care for the insane, first for the sake of the insane themselves, and second, as a protective and preventive measure for the state. From statistics secured at Galena from the poor house keeper, it was ascertained that the cost of keeping an insane person there was greater than it would be in a state asylum, and the care was obviously poorer. The cause of the insane was championed by Wm. Thomas, a well known citizen of Jacksonville, who introduced a bill into the legislature to provide for state care of the insane. Under this bill, passed March 1, 1847, one fifth of a mill on every dollar of taxable property in the state was set aside for this institution for three years. The nine trustees appointed by the governor chose a site in Jacksonville and erected a building to accomodate one hundred and fifty patients, built after the then popular model - a big square building with rows of cells opening off long galleries. After the custom of the day, Dr. J. M. Higgins, who was the first superintendent, was physician, executive, and financier, all in one. The first patient was admitted Nov. 3, 1851, and the institution grew until it had two hundred and fourteen patients and was greatly over-

crowded, when a new wing was added to double the capacity, which is now¹ twelve thousand.

The insane hospital met a great need, but it left the idiots and feeble-minded still unprovided for.² As early as 1855 the State Medical Society at its annual meeting in Bloomington drew up a memorial to the legislature, asking for the establishment of an institution for idiots.¹ The superintendents of the insane hospital and School for Deaf and Dumb joined with them in their demand and on May 25, 1865 an "experimental school for training idiots and feeble-minded children" was opened at Jacksonville with three children. It was put under the trustees and superintendent of the institution for the deaf and dumb. In 1877 a permanent site was chosen at Lincoln and a building erected to accommodate one hundred and twenty. The institution now has four departments; the school, where the inmates of highest intelligence are educated; the industrial training department and farm colony, which employ those of the next lower grade; and the custodial department for the helpless and unimprovable. The institution has done good work in classifying and training its inmates, but there are great needs yet to be met along that line. Only children between six and eighteen years are supposed to be admitted,³ but there is no other state institution for the adult feeble-minded, and in Dec. 1906 four hundred of the one thousand four hundred and fifty-three inmates were between forty and fifty years old.⁴ At that time sixty per cent of the inmates were consumptive and there were three hundred and eighty-three epileptics. One of the greatest needs is prevention of the increase of this class by stricter rules of discharge. At present the inmates are allowed to go and come at pleas-

1. History of Illinois State Charitable Institutions, 1893.

2. Act of Feb. 15, 1851, #18.

3. Illinois Blue Book, 1905. p. 479.

4. Report of Special Committee on the Feeble-minded to State Board of Charities, Dec. 14, 1906.

ure and the parents of one hundred and twenty-six of those who were¹ there in 1906 had been inmates also.

Even with the new wing, added in 1858, the Jacksonville asylum could not cope with the situation, and on April 16, Governor Palmer approved an act to create two insane hospitals. The northern hospital was built at Elgin on a farm given by the citizens of that city. Its progress was slow owing to the Chicago fire, but on April 3, 1872 the north wing was opened, the entire building not being ready until July 1874. The creating act permitted the installation of the cottage system, but the trustees were opposed to it, and the building was built after the old style. An innovation was introduced in the two parole wards. The Southern Hospital at ~~Ana~~^{na} was also delayed and though patients were admitted in 1873, the entire institution was not completed until Nov. 1875. The original plan was to care for only the incurable insane at ~~Ana~~^{na}, and to send the more promising cases to Jacksonville and Elgin, but this could not² be carried out.

The first hospital built under the supervision of the State Board of Charities was the Eastern Hospital, erected at Kankakee in 1879. This hospital is one of the best witnesses to the efficiency of the Board. In the summer of 1878 Mr. Wines, the secretary of the Board, attended the International Prison Congress in Stockholm, and studied European insane hospitals with a view to making the one at Kankakee the best in the country. The plan adopted was that of the village system, then common in Europe, but not found in America. A central building and hospital proper was erected and later separate wards and cottages, an amusement hall, dining-room, shops, etc., the plan being to create a community rather than an asylum, and to make the life of the inhabitants as domestic and natural as possible. The streets are laid out and lighted like those of any

1. Biennial Report of State Board of Charities, 1906, p. 275.
2. History of the Illinois Charitable Institutions, 1893.

village, and seventy-three per cent of the population of one thousand seventy hundred are usefully employed in the shops or on the grounds. It has been found that the per capita cost of maintaining patients by this system is less than by the old method. At least seven insane hospitals in the United States have been copied after the Kankakee hospital, and it is generally considered a model.¹

In 1891 an asylum for insane criminals was opened at Chester. This has proved a connecting^{link} between the insane and correctional institutions. By the creative act the insane convicts in the Joliet and Chester penitentiaries were transferred to the new hospital, and the state was given power to transfer homicidal or dangerous patients from the other state hospitals. Provision for future commitment was by the mittimus of any state court, and all persons thereafter acquitted of crimes on the ground of insanity were to be sent here by the judge. This asylum is not so satisfactory as the others; the site and buildings are such that it would cost an immense amount to make them satisfactory. The State Board of Charities recommends that a new site be chosen and a more modern institution built and that provision be made for women. There are only men there now.²³

The last of the five district hospitals was built at Watertown pursuant to an act passed May 22, 1895. Owing to the instability of the charity administration at that time, progress was slow and it was not opened until three years later.⁴

The Southern and Eastern hospitals were both intended originally for the care of the incurable insane then in the county almshouses, but owing to the great number of more hopeful cases each was converted

into a district hospital. The need for a hospital for the incurables -
1. History of Charitable Institutions of Illinois, 1893.

2. Act of July 1, 1889.

3. Biennial Report of State Board of Charities, 1906, p. 18.

4. History of Illinois Charitable Institutions, 1893.

became more pressing, but such an institution was not secured until 1902. It finally came as the result of the work of the Woman's Clubs of Peoria headed by Mrs. Clara P. Bourland. Owing to their efforts an enabling act was passed June 21, 1895 and land was donated at Bartonville. Some \$65,000 had been spent and the building was well under way when it was discovered that the site was over an old coal drift, and it became necessary to start all over again on a new site at a great loss. The building, opened Feb. 10, 1902, was built on the congregate plan with a central octagonal building and radiating wings. In a little over a year it was necessary to double its capacity and it is now the second hospital in size in Illinois, as well as one of the most progressive. As the population increased the per capita cost decreased from \$226 per year in 1902 to \$131 in 1905. It is interesting to find that in this hospital for chronic cases there are no bars, locked doors or cells; and no narcotics or mechanical restraints are used. This hospital was the fourth of its kind in the United States.

With the beginning of state care of the insane and the attempt to better the old haphazard methods of caring for them, increased legal safeguards became necessary. Shortly before the opening of the Jacksonville insane hospital a law was passed regulating admission to it. By it "insane" was broadly defined as including all "idiot, non-compos lunatic or distracted persons", but no idiots were admitted. Married women might be committed to the hospital at the request of their husbands, and infants by their guardians, provided the superintendent was satisfied that they were insane, but for all other persons a court trial and jury verdict were necessary. Some reputable person had to file a petition for trial before the county court, a jury of six, one

1. History of Illinois Charitable Institutions, 1893. — — — — —
2. Act of Feb. 15, 1851. 3. Ibid., #18.
4. Ibid., #7.

of which must be a physician, was impanelled, and the case was tried like any other case, and if the finding was "insane" the patient was arrested and committed to the hospital.¹ This act reflected the idea that was held at that time throughout the country, that an insane person was a criminal to be restrained and punished, rather than a sick person to be cured.² Patients were divided into two classes, private and county, the first being supported in the hospital by relatives or friends, and the second having their clothing and incidental expenses paid by the county. Discharge was by the hospital trustees when necessary to make room for a new case. As a precaution against the commitment of persons not insane, an act was passed in 1865 requiring the presence of the defendant at the trial and allowing him counsel and witnesses, and furthermore in 1867 the hospital was forbidden to receive anyone as a patient who was not committed by order of the court,³ and those already in the hospital who had never had a trial were allowed it then.⁴⁵

The act of 1851 remained the law of commitment for forty-two years. Meanwhile the public had become much more intelligent on the subject of insanity. It was now generally recognized that a jury of laymen was absolutely incompetent to judge a case of insanity, and that grave injustice was done by treating the insane like criminals. Experts knew that an insane hospital in order to fulfill its purpose must do more than confine its patients, that it must discharge them cured like any other hospital. National statistic tables showed in 1904 that only forty per cent of the insane in the United States recovered, and in one

1. Act of Feb. 15, 1851. #7.

2. Burton Chance--Needed Reforms in the Care of the Insane.-Outlook, Dec. 24, 1904.

3. Act of Feb. 16, 1865.

4. Act of Mar. 5, 1867. #1.

5. Act of Mar. 5, 1867. #3.

6. Burton Chance--Needed Reforms in the Care of the Insane.-Outlook, Dec. 24, 1904.

of the best hospitals in Illinois only twenty- five per cent were discharged cured each year, thirty-one per cent were much improved, and¹ forty-four per cent either died or continued unimproved. This would be but a poor record for an ordinary hospital.

In 1893 an act was secured that greatly improved conditions though it fell far short of the ideal.² "Insane" by it was construed "to mean any person who, by reason of unsoundness of mind, is incapable of managing or caring for his own estate, or is dangerous to himself or others, if permitted to go at large, or is in such a condition of mind or body as to be a fit subject for care and treatment in a hospital for the³ insane." Provision for jury trial was made as in the act of 1851,⁴ but the judge was given power, if he considered jury trial unwise, and if it was not demanded, to submit the case to a commission of two competent physicians.⁵ In any case the defendant had to be examined by a physician previous to the trial.⁶ The jury or commission was required to certify answers to a set of questions drawn up by the State Board of Charities.⁷ The judge was given discretionary power to dispense with the presence⁸ of the defendant during the trial if it would be injurious to him. Further safeguards for the supposed insane were as follows:-no person not legally judged insane was to be deprived of liberty, except for a period of not over ten days while awaiting trial;⁹ (This time has been extended to thirty days by the last legislature.) patients were to be¹⁰ allowed free communication with friends or state officials, and were¹¹ entitled to a writ of habeas corpus. Voluntary patients were admitted¹² on certificates of the court as private or county patients. Disposition

1. History of Illinois Charitable Institutions, 1893.

2. Act of June 21, 1893.

3. Ibid., #1.

4. Ibid., #7.

5. Ibid., #6.

6. Ibid., #3.

7. Ibid., #9.

8. Ibid., #4.

9. Ibid., #2.

10. Ibid., #20.

11. Ibid., #24.

12. Ibid., #37.

of the defendant by the court might be made by discharging,remanding to friends,committing to a state or private hospital,or to a county asylum or almshouse.¹The trustees retained authority to discharge patients from the state hospitals,when they were cured or improved or their room was needed for new cases.² Further steps are needed to make the commitment law of Illinois what it should be.An interesting experiment,that may prove of value,is now being tried in Cook County.Several cases have been tried by a commission of two psychologists instead of by a jury.³

From the beginning of state care for the insane,the biggest problem has been how to provide for all who need state care;failing that the next best thing was to do the greatest good to the greatest number.⁴In order to facilitate this an act was passed in 1875,dividing the state into three districts for the Northern,Central and Southern Hospitals,and allowing each county one patient in the hospital for every 25,000 inhabitants,⁵and more if there was room.⁶When the hospitals were crowded,preference was to be given dangerous,recent and pauper cases,⁶and when necessary to discharge,chronic cases were to be discharged first.⁷Transfer from one hospital to another was allowed.⁸In 1889 provision was made for nine hundred additional patients at the three hospitals,and the State Board of Charities was given power to fix the quota of county patients in the hospitals,to divide the state into districts and transfer from one district to another.⁹

The opening of the Western hospital for the insane in 1898 relieved the great pressure by receiving three hundred and thirty-six patients from Jacksonville,¹⁰and the Asylum for Incurable Insane,opened in 1902,

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| 1.Act of June 21,1893.#11. | 2.Ibid.,#22. | |
| 3.Chicago Record Herald, Feb.15,1909. | 4.Act of April 10,1875. | |
| 5.Ibid.,#3. | 6.Ibid.,#4. | 7.Ibid.,#5. |
| 8.Ibid.,#6. | 9.Ibid.,#6. | |
| 10.History of Illinois Charitable Institutions,1893. | | |

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met another great need. Entire state care of the insane was yet far off and becoming daily more imperative; and in 1907 the way was opened for it in the near future. Accommodations are to be increased gradually at all the hospitals until there is room for all the insane in the state. Then the counties are to cease to carry any of the expense of their insane in the state institutions, no county is to care for any insane person within the county, and no insane persons are to be returned to the county by the state. This act is not to apply to counties of over 15,000 until all the smaller counties are provided for. This exception does not interfere with the efficacy of the act, for it applies only to Cook County, which has a large insane hospital of the character of a state hospital. The goal of the bill has not been attained yet. There are 13,000 insane in Illinois; 12,534 are well cared for in the state institutions or Dunning hospital, the others being cared for in county almshouses or private families. Since 1878 there has been an approximate increase of three hundred and seventeen insane patients a year in Illinois, and in making recommendations to the present legislature Dr. Billings stated that provision should be made for one thousand more in the next two years. Every effort is being made to realize the full intent of this law and to put Illinois on a par with New York and Massachusetts, which have complete state care of the insane.

While the movement toward complete state care is probably the most important advance in the history of the care of the insane in Illinois many other improvements have been made. The business and medical administration of the institutions have been partially separated, and now a steward acts as manager under the superintendent, relieving him and

1. Act of June 4, 1907. House bill 85. 2. Ibid., #4.
3. Ibid., #7. 4. Ibid., #16.
5. Chronic cases, which previously had to be returned to the counties when it was necessary to discharge them from the district hospitals, are now sent to this asylum.
6. Dr. Billings in Chicago Record Herald, Mar. 18, 1909.
7. Biennial Report of State Board of Charities, 1906, p. 14. 8. Ibid. p. 54.

allowing him to turn his attention to the medical department.¹The medical service has been greatly improved, the hours reduced, wages made higher and more uniform,¹ and women nurses substituted partially for men nurses.²The Psychopathic Institute opened at Kankakee in the summer 1908 has already done a great deal to encourage the study of psychopathology.³The physicians from the different institutions go in rotation to Kankakee to study under the skilled head and, returning to institutions, hold clinics and direct work in the hospital branches now established in all the insane hospitals and in the institution for the feeble-minded.⁴In the summer of 1908 a summer school for institutional attendants was held at the Chicago School of Civics and Philanthropy,³ and several bills are now before the legislature, making appropriations for training at the University of Illinois for specialized work in state charitable institutions.⁵

For the old methods of restraint the water cure is being substituted.⁶It is now established at Elgin, Kankakee and Dunning, and it is estimated that from sixty to seventy per cent of the insane can be cured if treated in this way in the early stages of the disease.⁷Industrial re-education has been introduced. The chronic insane can learn little from ordinary educational methods, but forty to seventy per cent of them are able to work;⁶ and are much happier and in better condition when they are provided with industrial occupations.

The policy of the State Board of Charities is such that when carried out Illinois will stand at the head of all the other states and countries in the care of the insane.

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1. Biennial report of State Board of Charities, 1906, p. 12.
 2. Ibid., p. 10.
 3. Quarterly Bulletin, July 1908. p. 1.
 4. Biennial Report of State Board of Charities, 1906, p. 67-8.
 5. Chicago Record Herald, Mar. 31, 1909.
 6. Biennial Report of State Board of Charities, 1906, pp. 22-24.
 7. Ibid., p. 14.

2. Care of Other Dependents and Defectives.

The first class of dependents to receive state care were the deaf mutes. Hon. O. H. Browning of Quincy presented a bill for the establishment of an institution for the education of that class.¹ The bill passed the Senate unanimously and became law Feb. 23, 1839. The idea that deaf mutes were not a dangerous class to be restrained but could be educated was still new. The first institution for their education in the United States was established at Hartford, Conn. in 1816,² and at this time there were only a few in the country. The interest taken by the people of Illinois in this experiment was shown by the fact that the first board of directors numbered three ex-governors and three judges of the Supreme Court among its members.¹ The institution was made part of the school system of the state and one fourth of one per cent of the school fund was set aside for it.¹ The institution opened in Feb. 1846, with four pupils and the building was considered large enough for years to come. Other states were invited to send their deaf mutes to it, and Missouri, Iowa and Wisconsin did so.¹ But in 1848 there were sixty pupils and the building had to be enlarged. By 1888 the State Board of Charities considered it the largest and finest institution of the sort in the world.³ The character of the institution has become more and more educational, as is indicated by the changes of name: in 1849 the old name, "The Illinois Asylum for the Education of the Deaf and Dumb", was changed to, "The Illinois Institution for the Education of the Deaf and Dumb",⁴ and in 1903 it became "The Illinois School for the Deaf".⁵ It is now a large boarding school with a twelve year course of study and a teaching corps of forty-three,⁶ "converting a helpless class of citizens, otherwise a

1. History of Illinois Charitable Institutions, 1893.

2. Report of State Board of Charities, 1906. p. 563.

3. Report of State Board of Charities, 1888. p. 9.

4. Act of Feb. 3, 1849.

5. Act of May 16, 1903.

6. Illinois Blue Book, 1905. p. 480.

constant drain upon others and a menace to society, into useful, self-supporting, intelligent citizens, contributing their share to the general welfare of the community.¹"

In 1847 Samuel Bacon, a blind man from Ohio, began an agitation for a state institution for the blind. That was a time of financial difficulty in Illinois and the state would do nothing; but a number of private citizens, including many of the trustees of the institutions for the Deaf and Dumb and Insane, met at Jacksonville and raised money for a private institution.² So in June 1848, Mr. Bacon rented a house and took four blind children as test pupils. In Jan. 1849, he exhibited them to the legislature and the next day an act to create a state institution for the blind was passed.³ The Illinois school for the Blind is an educational institution with kindergarten, primary, intermediate, high school and industrial departments. A second state school for the blind is the Illinois Industrial Home for the Blind in Chicago which existed as a private school for some time and was taken over by the state June, 13, 1893.

The Illinois Charitable Eye and Ear Infirmary was organized as a city hospital in 1858 and was the first public hospital in Chicago.⁴ In 1865 the legislature granted it a special charter and appropriated \$5,000 a year for the support of the poor patients, and in 1871, after state appropriations for institutions not owned by the state were made illegal, the trustees made over the property to the state. Poor citizens of Illinois are boarded and treated free of charge on certificate of a town supervisor or county judge that the patient is unable to pay, and the institution is used for clinical study for young physicians. It has grown from the small institution with one room on the

1. Illinois Blue Book, 1905. p. 480.
2. History of Illinois Charitable Institutions, 1893.
3. Act of Jan. 13, 1849.
4. History of Illinois Charitable Institutions, 1893.

corner of Michigan and North Clark Streets, which treated one hundred and fifteen patients in its first year, until it occupies a four story building at Peoria and Adams Streets and in the Year 1901-2 treated ¹ 21,110 patients.

Illinois has three institutions for the care of its war veterans the Soldiers' and Sailors' Home at Quincy, and and their families; the Illinois Soldiers' Orphans' Home at Normal, the Soldiers' Widows' Home at Wilmington. The orphans' home was established by an act passed Feb. 16, 1865, the result of a movement set on foot at ¹ Bloomington the year before, for the purpose of providing care for the orphans and widows of Illinois' Civil War veterans. Two temporary homes were opened in Bloomington in 1867 and one in Springfield the next year, and a permanent home at Normal, June 1, 1869. All the indigent children under fourteen years of dead, injured, or indigent soldiers of the Civil War were admitted, and were discharged at sixteen years. Later they were allowed to remain until they were eighteen, and the trustees were empowered to find permanent homes for the children when possible. In 1907 the home was opened to other needy children in the county almshouses. The children are given a common school education and the average length of residence is four years.

The home for disabled and indigent soldiers and sailors was opened in 1887. The detached cottage plan was adopted with cottages for thirty-five to eighty men. The average age of the inmates is sixty years, about nine-tenths of them draw pensions from the national government, and eighty-two per cent are on the pay roll of the institution. The national government also contributes to their support through the state treasury so that the expense falling on the state is not large. It is a question

1. History of Illinois Charitable Institutions, 1893.

2. Act of July 1, 1875.

3. Act of April 3, 1899.

4. Act of May 25, 1907.

5. Illinois Blue Book, 1905, p. 486.

whether the state should support this class at all. The State Board of Charities advocates entire support by the national government.¹ Provision has lately been made at the home for the wives of the inmates: numbers of cases occurred when the wife was separated from her husband and sent to the poor house to end her days. At first wives over sixty, who had been married before 1880 were admitted,² and at the death of their husbands were removed to the Widows' Home at Wilmington. Later the age was placed at fifty and all married before 1890 were admitted.³ At the same time the counties were empowered to build separate cottages for soldiers and their wives, but this has not worked well and the State Board wants the state to build the cottages.⁴

The Soldiers' Widows' Home was opened Mar. 19, 1896 in an old farm house, and was furnished by the Women's Relief Corps Auxiliary to the G.A.R.⁵ It admits the mothers, wives, widows and daughters of all honorably discharged soldiers and sailors of the United States.⁶

Illinois has two state homes for delinquent children. The one for girls was first known as the Home for Juvenile Female Offenders.⁷ Its board of trustees, called the State Guardians for Girls,⁷ first leased a building in Chicago, but later the home was removed to Geneva, and in 1901 the name was changed to the Training School for Girls. Girls between ten and eighteen years, found guilty of crime that would send an adult to the house of correction, jail or penitentiary, are committed by the court to this home for a term of at least a year. Discharges are by the governor or the trustees, and no girl is kept after she is twenty-one.⁸ At that age she may be sent to a house of correction or

1. Report of State Board of Charities, 1888. p. 43.

2. Act of May 13, 1903.

3. Act of May 25, 1907.

4. Report of State Board of Charities, 1906, p. 28.

5. History of Illinois Charitable Institutions, 1893.

6. Act of June 13, 1895.

7. Illinois Blue Book, 1905. p. 483. 8. Act of June 22, 1895, #16.

county jail, if the court sees fit. Good behaviour shortens the term and the girls may be placed in homes or bound out to reputable citizens until their majority. The girls are given literary and manual training, the purpose being to educate and reform them.

The St. Charles Home for Boys was established by act of May 10, 1901. The citizens of Chicago presented the state with a site upon which it is built and the board of trustees is made up of prominent citizens of the state. The institution has educational and industrial departments, and the aim is to make it a home and school for the boys rather than a reformatory or jail. This policy has led to insubordination on the part of the boys, which caused the resignation of Superintendent Hart last winter.

Until 1875 the State Board of Charities had the supervision of the State University, then the Illinois Industrial University, and the two State Normal Universities; and until 1870 of the Illinois Soldiers' College at Fulton, which the state helped to support from 1867 to 1870.

There are several classes of dependents and defectives for which no separate or adequate state care has yet been provided; these are the epileptics, consumptives, dependent children, adult feeble-minded, and inebriates. A bill establishing an epileptic colony passed the legislature in 1899, but though bills making appropriations for it have been brought in several times, sufficient appropriation has not yet been made, and this in spite of the frequent urgings of the State Board of Charities. An appropriation bill for this purpose is now before the legislature.

In 1906 there were 1,015 epileptics in the state institutions. 1. Act of June 22, 1893, #16. 2. Ibid., #22. 3. Ibid., #27.

4. Illinois Blue Book, 1905. p. 483.

5. Chicago Record Herald, Jan. 9, 1909.

6. Report of State Board of Charities, 1876. p. 19.

7. Act of July 1, 1899.

8. Report of State Board of Charities, 1902. p. 10.

9. Quarterly Bulletin, Oct. 1902, pp. 89-94.

10. Chicago Record Herald, Feb. 18, 1909.

tions and one hundred sixty in the county almshouses, 1,175 receiving public care. It was estimated that the total number in the state was 10,000.¹ Those in the insane and feeble-minded asylums are a detriment to the insane and the influence of the insane upon the epileptics is bad, while there are no facilities in the county almshouses to care for the epileptics there. A village, such as eight states already have,² where these unfortunates may be properly treated and helped to live a normal life, is one of the most pressing needs of the state, and is being urged by the National Society for the care of Epileptics,³ as well as by state authorities.

There is also need for a state sanitorium for consumptives. It is estimated that 8,000 deaths occur annually in Illinois from tuberculosis,² and that ten to twenty per cent of the cases treated in the incipient stages are cured, and six per cent more returned to economic independence.⁴ In 1906 there were 1,123 cases in the state institutions of Illinois,⁵ and in only seven institutions were they segregated. Every state institution should provide for separate quarters for its consumptives, and the hopeful cases in the almshouses and state at large should be provided for in state or county sanatoria, as they are in eleven states.² A bill has just been approved by Governor Deneen to go into effect July 1, allowing counties to erect and maintain tuberculosis sanatoria.⁶ This will supplement the Glackin bill, which recently gave cities the power to erect similar sanatoria.

At present there is no state care for the poor children, who are not degenerate enough to be sent to Geneva or St. Charles, and who are

1. Report of State Board of Charities, 1906, p. 23.
2. Ibid., p. 24. The states having such colonies are Ohio, New York, New Jersey, Mass., Kansas, Texas, Indiana, and Virginia.
3. Chicago Tribune, Nov. 12, 1908.
4. Report of State Board of Charities, 1906, p. 25.
5. Ibid., p. 15.
6. House bill 165, known as the Wright bill, approved Apr. 26, 1909.

not soldiers' orphans. Care should be provided at least for the children now in the county almshouses. There should be an institution to care for the adult feeble-minded, now at Lincoln, separately. Inebriety¹ is considered a curable disease, and treatment should be given by the state. Such care would make unnecessary the care of many insane, consumptive and infirm persons, who now have to be cared for by the state.

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1. Law Relating to Relief and Care of Dependents.--Millis, A. J. S. vol. 3, 4.
 2. Dr. O. C. WILLHITE, superintendent of the Cook County institutions, estimated in 1906 that eight and one half ^{per cent} of the insanity in Cook County was directly due to alcohol; and that in fifty-five per cent of the infirm and thirty-one per cent of the tubercular cases drink was a large contributing element. Report State Board of Charities, 1906, p. 581.

VI. County Charities since 1869.

In 1874 the poor laws of the state were coordinated.¹ New provisions under it are for the abandonment of township care of the poor for county care, whenever desired, a vote on the matter to be taken not often² than every five years. Overseers of the poor are the town supervisors,³ where the town system prevails; and where the county supports the poor, the county board appoints the justice of the peace or some other person⁴ in each precinct as overseer. Where there is county care the county board has been given power to erect poor houses, levy a tax for its⁵ maintenance, and to appoint a keeper, agents, and a county physician; and where there is a poor house all the paupers of the county, with a few exceptions must be cared for there. Where there is no poor house, the⁶ poor are let out on contract.

Temporary relief may be granted by the overseers of the poor, and they care for non-resident sick or dying. The law of residence was made stricter in 1889 and a pauper is now considered as a resident of the county where he lived twelve months before becoming chargeable. That county has to remove him or pay for his care, if he has removed into another county.⁷ Overseers of the poor, county agents and poor house keepers⁸ are required to report to the county board every year. There is little outdoor relief, and much might be saved the counties by substituting it⁹ in part for relief in the almshouses.

The poor houses are visited each year by some member of the State¹⁰ Board of Charities. In 1870 when the first inspection was made only¹¹ forty-three of the sixty-nine counties visited had almshouses, and now

1. Act of July 1, 1874.	2. Ibid., #34 and 35.	3. Ibid., #18.
4. Ibid., #19.	5. Ibid., #28.	6. Ibid., #21.
7. Act of June 1, 1889.	8. Ibid., #29, 30 and 31.	
9. Report of State Charities, 1906, p. 30.		
10. Act of April 6, 1869, #6.		
11. Report of State Board of Charities, 1870, p. 7.		

only two of the one hundred and two counties are without.¹ In twenty-seven the contract system still obtains, though it is being supplanted² by the better method of paying the superintendent a fixed salary. By this system the care of the paupers is opened to competition; the lowest bidder rents the poor house and farm, or is given the use of it by the county, and the county gives him an allowance for each inmate. Where there is a farm its produce is taken into consideration in fixing the rate. Inmates are cared for at from \$1.00 to \$2.50 a week, the average being about \$1.47. Where the contract system is not used the per capita cost is \$2.20 to \$3.20 a week, and in the state institutions it averages² \$2.80. This shows how the kind of food and care compare under the two methods. There is nothing to be said in favor of the contract system. Where the superintendent is given a fixed salary and a definite amount to run the poor house on, greater interest is shown in the welfare of the inmates and less in personal gain.

That those in charge of poor houses are becoming more enlightened as to the possibilities of their positions is shown by the organization of the Illinois Association of Superintendents and Matrons of Poor House and Chairmen of County¹ Poor House Commissions, which was organized at the twelfth annual meeting of the Illinois Conference of Charities at Jacksonville in Oct. 1907.³ A special effort was made by the State Board of Charities to get the county commissioners to send their superintendents and almshouse chairmen to the conference at county expense,⁴ and this was the result.

The problem of rendering the almshouses efficient is greatly complicated by the presence in them of numbers of persons who can be

given no adequate care in such small institutions. In 1906 there were
1. Report of State Board of Charities, 1906, p. 89. 2. Ibid., pp. 71-76.
3. Quarterly Bulletin, Oct. 1907. p. 17.
4. Report of State Board of Charities, 1906, p. 545.

six hundred and twenty-six insane in the county almshouses, exclusive of Cook County. The conditions under which they live vary from the most modern treatment and care to the most primitive conditions closely resembling those in existence in 1847 when Miss Dix showed how horrible they were.¹ This is not the fault of the superintendents, for the purpose of the almshouse is to discourage pauperism by providing the bare necessities of life, not to serve as a hospital.² Besides this, many of the insane are detained there without trial or commitment.³ The only remedy for this condition is complete state care of the insane. There are in the counties auxiliary boards of three visitors, one of whom is a physician, appointed by the State Board of Charities to serve without compensation, and to visit the almshouses and other places where the insane are confined.⁴ But they have not proved satisfactory and the State Board of Charities recommends their abolition and the payment of ^{the} \$1,500 appropriated for their expenses to a paid inspector.⁵

There is no law in Illinois forbidding the presence of children in the county almshouses, and in 1906 there were one hundred and seven children in forty of the almshouses.⁶ The opening of the Soldiers' Orphans' Home to a limited number of almshouse children has reduced this number somewhat. The county board is required to pay tuition at the district schools for the children of school age under its care,⁸ and nearly all the normal children in the poor houses do attend school.⁹ But the presence of the children at all is very bad. If they are defective, no measure is taken to cure them, and if they are normal their

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| 1. Report of State Board of Charities, 1906, p. 53. | 2. Ibid., p. 54. |
| 3. Ibid., p. 55. | 4. Act of July 1, 1903. |
| 5. Report of State Board of Charities, 1906, p. 33. | 6. Ibid., p. 78. |
| 7. Act of May 25, 1907. | |
| 8. Act of July 1, 1877. | |
| 9. Report of State Board of Charities, 1906, p. 86. | |

early life tends to make them recruits for the ranks of paupers later on.

In 1906 there were also one hundred twenty epileptics in fifty-five of the almshouses, and twenty-one counties had consumptives in their almshouses.¹ In only a very few cases are the consumptives separated from the other inmates.² After July 1, 1909 the counties will have power to erect tuberculosis hospitals,³ which ought to greatly relieve the situation. The goal to be reached is a system of district almshouses, which will allow several smaller counties to combine in the support of one almshouse. This will mean that these institutions will be large enough to permit classification of the various methods necessary for the different classes of inmates. The State Board of Charities⁴ has been recommending this since 1894.

The charitable institutions of Cook County are in a different class from those of the other counties. In size and care of their inmates they are equal to the state institutions. This has not always been the case. In 1885 there were so many complaints of mismanagement that the State Board investigated conditions and found them thoroughly corrupt and overrun with politics.⁵ But these conditions have been improved along with those in the state institutions. The present superintendent, Dr. O. C. Willhite, has been largely responsible for the great change that has been brought about there.⁶ The Dunning institution includes a very profitable poor farm,⁷ a hospital caring for one thousand patients a day,⁸ a hospital for consumptives, an infirmary or poor house,⁹ and an insane asylum with over one thousand inmates. Dur-

1. Report of State Board of Charities, 1906, p. 87. 2. Ibid., p. 88.
3. House bill 165, approved Apr. 26, 1909.
4. Report of State Board of Charities, 1894, p. 54. 5. Ibid., 1886.
6. Prof. Graham Taylor before the State Conference of Charities. In Report of State Board of Charities, 1906, p. 590.
7. Quarterly Bulletin, Oct. 1907, p. 14.
8. Report of State Board of Charities, 1906, p. 580. 9. Ibid., p. 26.

ing the last winter there has been a good deal of agitation about the death of patients in the insane asylum. President Busse of the county board appointed an investigating committee of prominent citizens, which exonerated the Dunning officials and employees, but recommended certain reforms, such as, removing the feeble-minded children to Lincoln, increasing the number of nurses and attendants, and building additional quarters for the insane patients. It is the old story of insufficient accomodation and overcrowding of patients in the institutions.

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1. Chicago Record Herald, Nov. 29, 1908.
Chicago Daily Tribune, Dec. 3, 1908.

VII. Child Placing and Visitation.

The problem of caring for the normal destitute children and those with bad homes, is being attacked vigorously at present. The earliest legal recognition of this problem was in 1883 when authority was given to a private corporation to open a training school for boys, to which boys could be committed by a court after investigation, upon the petition of any reputable citizen. The county was to pay for the support of its boys there. The school was authorized to place boys in private homes to be adopted, or to bind them out during their minority, and was made subject to the visitation and supervision of the State Board of Charities.

In 1899 a general act was passed "to regulate the treatment and control of dependent, neglected and delinquent children." This gave the circuit or county courts jurisdiction over such cases, and authorized them to commit dependent or neglected children to a state institution, training or industrial school, hospital, home finding association, or some reputable citizen; delinquent children might be committed in the same way, or could be given into the care of a probation officer, appointed by the court. The act applied to children under sixteen, and no child under twelve was to be sent to jail. The State Reform School and Geneva Training School were required to have an agent visit the children they placed in homes, and all associations receiving children had to be passed on annually by the State Board, and no such association was to be incorporated in the future without examination by the

- Board. The county judge was to appoint six visitors to visit annually
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| 1. Act of June 18, 1883. | 2. Ibid., #4. | 3. Ibid., #3. |
| 4. Ibid., #9. | 5. Ibid., #1. | 6. Ibid., #13. |
| 7. Act of July 1, 1899. | 8. Ibid., #2. | 9. Ibid., #7. |
| 10. Ibid., #9. | 11. Ibid., #1. | 12. Ibid., #11. |
| 13. Ibid., #12. | 14. Ibid., #13. | |
| 15. Ibid., #14. | | |
| 16. Ibid., #18. | | |

and without compensation, all institutions or societies receiving children. Further provision along this line was made in 1905 by an act "to provide for the visitation of children placed in family homes." This act required a quarterly report to the State Board by the superintendent or secretary of every association incorporated for the care of children, supported wholly or in part by the public treasury. The State Board of Charities was to appoint a state agent at \$100 a month and expenses, and two visitors at \$75. to visit institutions and societies placing children and the children so placed in homes and to report to the placing institution or society. In accordance with this act a state agent was appointed and assumed work Oct. 1, 1905, and two visitors were appointed by Civil Service April 1, 1906, as provided for in case a civil service code should be enacted. In the first year of their work the agent and his two assistants inspected twenty-six institutions and orphanages, examined four for incorporation, and made three hundred twenty-four visits in ninety-nine towns of thirty counties to children placed by twenty-one institutions and courts.

By act of 1907, counties are authorized to levy a tax and establish detention homes for temporary care of dependent, delinquent and truant children, provided the act is adopted at a regular county election, following a petition by one fourth of the voters at the previous election. The superintendent and matron are appointed by the county judge and confirmed by the county board, and intermediate education is provided for the children. At this time when the whole country is agitated over the question of care of homeless children, Illinois is doing her part toward meeting the situation.

1. Act of May 13, 1905.

4. Ibid., #4.

6. Report of State Board of Charities, 1906, p. 313.

8. Ibid., p. 321.

11. Ibid., #6.

2. Ibid., #1.

5. Ibid., #6.

9. Act of May 13, 1907.

12. Ibid., #3.

3. Ibid., #3.

7. Ibid. p. 320.

10. Ibid., #1.

13. Ibid., #2.

VIII. The Outlook for Illinois.

Illinois is just on the threshold of a new era of charity administration. Governor Deneen's administration, during which great advance has been made and which has been marked by the passing of the Civil Service Law, the greatest factor in improving the institutions and removing them from politics, has paved the way for entire reorganization of the system. The publicity given the subject in the last year has roused the public to its importance, and at present it seems that the State Board, the government and the general public are ready to cooperate to make the state charities what they should be. Just what line this reorganization will take is still uncertain, but all indications point to a combination of a central administrative and a general supervisory system. The board of control system is said to work well in Iowa and Wisconsin, but in a state so large as Illinois where the 13,415 inmates at present in the state institutions in no way represent ^{what} the total number will be when provision has been made for all who need it, and where nearly one third of the yearly appropriations of the state are for charitable purposes, some sort of a supervisory system is imperative. With disinterested officials and a live public interest there is every reason to believe that the charity administration of Illinois will soon be in the front rank.

1. Investigation of Illinois State Institutions, p. 993.

2. For the years 1904-6 the appropriation for state charities was \$5,082,263.47, while the entire expenditure was \$17,696,190.85. State Auditor's Report, 1906. p. 3.

In a bill now before the legislature the State Board of Charities asks \$1,293,561.00 for the ordinary and special needs of the institutions for the next biennial period. Chicago Record Herald, Feb. 19, 1909. State Auditor's Report, 1906. p. 3.

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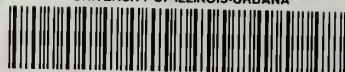
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